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ABSTRACT

The application of new techniques of communication for the achievement of rapid progress in education, notably in the field of book development and, within its competence, in the field of space communication, are included in this report along with recommendations for action. The report deals with the role of books which, as a result of the revolution in production and distribution techniques, have become a powerful vehicle of mass communication in the development of education as understood in its broadest sense. It takes account, in particular, of the conclusions reached in the course of a series of regional meetings organized by UNESCO between 1966 and 1969 for the promotion of book production and distribution in developing countries. The report is divided into five sections: (1) Books in the world of 1970, general considerations; (2) Educational needs; (3) Meeting minimum needs; (4) Bottlenecks and (5) Conclusions and recommendations. (Author/NH)

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Book development in the service of education

Report by the UNESCO secretariat

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INTRODUCTION

In resolution 1278 (XLIII) of 4 August 1967, the Economic and Social Council invited the United Nations Educational, Scientific and Cultural Organization in consultation with the Member States, the United Nations, the specialized agencies concerned and the competent professional organizations, to prepare a report "on the application of new techniques of communication for the achievement of rapid progress in education, notably in the field of book development and, within its competence, in the field of space communication, and to submit it, together with recommendations for action, to a future session of the Council".

The present report has been prepared pursuant to that resolution. It deals with the rôle of books, which, as a result of the revolution in production and distribution techniques, have become a powerful vehicle of mass communication in the development of education as understood in its broadest sense. It takes account, in particular, of the conclusions reached in the course of a series of regional meetings organized by UNESCO between 1966 and 1969 for the promotion of book production and distribution in developing countries, to which the organizations mentioned in the said Economic and Social Council resolution were invited, in addition to representatives of the Member States concerned.

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I. BOOKS IN THE WORLD OF 1970. GENERAL CONSIDERATIONS

1. At the outset of the 1970s world book production is of the order of 500,000 titles and seven to eight thousand million copies per year. The annual rate of growth appears to be some 4 per cent for titles and 6 per cent for printing runs. From 1950 to 1970 world production in terms of titles doubled and production in terms of copies trebled.

2. Reading is thus a means of mass communication commensurate with our times. It is of ever-increasing importance in a world in which illiteracy rates diminish from year to year, in which curricula are ever longer and more comprehensive, which technical progress makes knowledge a prerequisite for freedom and in which social advances should offer workers ever wider opportunities.

3. It is undeniable that recent audio-visual communications media have promptly satisfied a demand which has been latent for a century and that they are currently in the throes of vigorous expansion. It would be misleading to equate this "take-off" with that of printed communications which, in a large part of the world at least, have long held pride of place. Moreover, in the most highly developed countries, the rate of expansion first of radio broadcasting and then of television is showing a growing tendency to level off to that of books.

4. The Second World War brought about a slump in book production in most countries of the world. In 1950, these countries were still far from matching their pre-war output. It was then that a particularly remarkable upward movement began. In 1955, the output of books had almost everywhere equalled or exceeded that of 1937-1938. From 1955 to 1960 the picture changed rapidly: there was a universal leap forward in production and new countries emerged as producers. This progress was maintained from 1960 to 1970 and, with few exceptions, there is scarcely a country left in the world which does not produce ever-increasing quantitites of books.

The technological revolution

5. Apart from the economic, social or educational factors, one major determinant of this swift progress was a technological revolution which began in the 1930s but was delayed by the Second World War. This revolution affected both manufacturing

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and distribution methods and made an abundance of low-cost books available to the public. The type of book which, depending on the country, is known as a paperback or livre de poche is produced in very large numbers and sold at a price suited to the purchasing power of the masses and distributed through a network of sales outlets which have little in common with the traditional bookshop.

6. This technological revolution brought about a radical transformation in books which was comparable in its implications with that brought about in the fifteenth century by the appearance of the printing press. The mass-audience book has placed within the grasp of countless readers immense treasures of science and culture hitherto denied to them. In addition, the boundaries between the various types of intellectual output have become less marked. The paperback is as much a vehicle for popular fiction as for educational material and as much for the classics as for technical handbooks and research publications. Nowadays, books can no longer be treated separately from other communications media. Newspapers, whose function of covering current events as closely as possible has been taken over by radio and television, have to concern themselves increasingly with more than simple events and to share the role of books, co-operating with them in a thousand intermediate forms such as periodicals and serial publications. Furthermore, the emergence of radio broadcasting, and especially of television, is increasing readership everywhere and creating a demand for books in direct proportion to the development of audio-visual media.

The appetite for reading matter

7. The problem, therefore, is not whether books have a future but whether, in that future of which they are already assured, they will be capable of fulfilling the tasks incumbent upon them. At the moment the serious imbalance in the production of books is all too evident. In 1970, thirty-two countries - comprising less than one third of mankind - produced more than four fifths of the world's books. This situation is reflected in the following table, prepared from UNESCO statistics for 1967.

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Table 1

POPULATION AND BOOK PRODUCTION IN 1967

Country	Population (in millions)	Percentage of world population	Book production (titles)	Percentage of world production
32 countries	1,025	30	387,000	81
Mainland China	720	21	34,000	7
Other countries	1,675	49	57,000	12
World total	3,420	100	478,000	100

8. Excluding mainland China, for which the data are scarce and imprecise, it can be seen that there is an area in which there is an abundance of books and another in which there is a shortage. The latter area embraces the whole of Africa and Latin America and, with the exception of Japan and mainland China, all of Asia. It contains half of the world's inhabitants, 35 per cent of the literate adults and 40 per cent of the children of school age. Its relative size is steadily increasing and, over the past twenty years, its book requirements have grown at a rate far outstripping that of production. As a consequence, there have been actual outbreaks of "book famine" with immediate and dramatic repercussions on the teaching of children and adult education. To the extent that cultural factors are essential in development, it can be said that the lack of books and of reading matter in general have disastrous delaying effects on development.

9. To date, only estimates are available for 1970. They show that the situation continues to deteriorate, the growth of demand remaining constantly higher than that of supply. There are, however, certain indicators which suggest that a change of trend is possible; the share of the developing countries in world book production has apparently ceased to decline and seems likely to level off at approximately 12 per cent. What is required now is to reverse the trend. During the first stage, the production of the countries in the area of shortage should, once it had become stabilized, keep pace with the growth in the reading population and then, in the second stage, catch up with that of the other countries.

The UNESCO book development programme

10. Since its establishment, UNESCO has consistently concerned itself with book problems. As early as 1956 it published a study by Mr. R.E. Barker, Books for All which, for the first time, took stock of the world book situation. This study was followed in 1965 by Mr. Robert Escarpit's book The Book Revolution which was translated into twelve languages and demonstrated the necessity of adapting the traditional book industry to the needs and aspirations of the developing peoples and the emergent strata of modern society.

11. The UNESCO world programme for book development originated at the thirteenth session of the General Conference in 1964. At that time, the General Conference concluded that the expansion of publishing in each country would accelerate the development of education and should lead to the formulation of national policies which would include book development in over-all economic and social planning.

12. To implement this programme, UNESCO organized meetings of experts in various parts of the world to draw up plans of action for each region covered. Such meetings were held: for Asia, at Tokyo in 1966; for Africa, at Accra in 1968; for Latin America, at Bogota in 1969. A meeting of the Arab States is to be held at Cairo early in 1972.

13. Each meeting considered the book situation in the corresponding region, drawing attention to the variety of situations and the similarity of the fundamental problems. Suggestions, proposals and recommendations were made to Governments and to UNESCO, to other international organizations both governmental and non-governmental, to regional organizations and to professional organizations in the book field. Noteworthy among the measures adopted following those meetings was the establishment of Regional Centres for Book Development. The Tokyo Centre and the UNESCO Karachi Centre for promoting book-development programmes in Asia have been engaged in such activities since 1969. The Bogota Centre has been doing likewise for Latin America since 1970, In addition, a large number of countries have established national book-development councils which will henceforth facilitate more effective planning of production and distribution; in particular, they have been of great assistance in the implementation of bilateral or multilateral assistance programmes.

14. Six years after voting for a world book development programme, the UNESCO General Conference adopted by acclamation at its sixteenth session a resolution

proclaiming 1972 as International Book Year (resolution 4.121). This resolution, whose principal purpose is to draw the attention of world public opinion to the role of books in society, was adopted on the recommendation of the Executive Board of UNESCO. The Board at its eighty-third session in September-October 1969 adopted a resolution inviting the Director-General to include in the Draft Programme and Budget for 1971-1972 suggestions as to activities that might be carried out by Member States and interested international and national organizations concerning the promotion of books, libraries and the reading habit, and recommended that the General Conference be invited to consider the desirability of proclaiming 1972 as an "International Book Year" (83EX/Decisions 5.1).

15. In preparing the relevant proposals submitted to the General Conference at its sixteenth session - to which the Executive Board had reacted favourably at its session in the spring of 1970 - the Director-General took as a basis the views expressed by the aforesaid regional meetings and the consultations which the secretariat had organized on various occasions with representatives of the professional organizations concerned.

16. Books being seen as a way of keeping pace with continuous new technological advances and, more particularly, as a means of learning new skills or perfecting older ones, the developing countries wished to see implemented a new concerted effort to make more effective application of books for economic and social development. International Book Year is a response to that desire and could serve as the occasion for the initiation in 1972 of activities, particularly the expansion of the production and distribution of books, which could be linked with the Second United Nations Development Decade and it could have an impact well beyond 1972.

17. Having realized that new initiatives were needed to focus the attention of the public as well as of Governments and international organizations on the contribution of books to individual well-being and progress generally, representatives of the international professional bodies in the book field expressed interest, during a meeting held in March 1969, in the proclamation of an International Book Year as a means of serving these purposes in a systematic and co-ordinated fashion. They suggested the year 1972, a choice based on the fact that it would mark the conclusion of the cycle of UNESCO regional meetings on book development and that it was the earliest date which would allow Member States and the organizations concerned time to complete the comprehensive preparations which would be needed.

18. One year later, in March 1970, UNESCO organized new collective consultations on the subject of activities to be undertaken for International Book Year. Those participating included organizations such as the International Community of Booksellers Associations, the International Confederation of Societies of Authors and Composers, the International Federation for Documentation, the International Federation of Library Associations and the International Publishers Association. Participants also included representatives of the regional meetings convened by UNESCO, as well as experts from some of the leading publishing countries.

II. EDUCATIONAL NEEDS

19. Communication through books cannot be regarded as an isolated phenomenon. It is an essential component of modern living and without its support all communication is incomplete and uncertain. The support of the written word is essential to the use of audio-visual media. It alone enables the recipient first to control the pace of reception and the order of chronological sequences and, secondly, to restructure the message received as he pleases and fit it into his system of thinking. The phenomenon is particularly well-defined in education, mainly because with the written document the ability to build up and combine knowledge is left to the reader rather than to the medium of communication. Without it there can be no real cultural, scientific, technological, political or economic progress.

20. Books have several roles to play in education. Firstly, there are school or university books, functional tools deliberately adapted to serve an educational purpose. Secondly, there are children's books, which play an indirect educational role at an age when any communication is something gained. Thirdly, there are books for general reading intended for adults, particularly newly literate adults. Here the educational impact cannot be defined so certainly, but is none the less important. In fact, there is no book which, in one way or another, does not play its part in the educational process.

Educational books

21. All UNESCO expert meetings have agreed that priority must be given to educational books, particularly those used in first-level education. There is no sense in educational planning if the pupils do not have the necessary textbooks. Furthermore, free textbooks are the inevitable corollary of compulsory education.

22. As a result not only of demographic factors but also of the progress made in all countries in generalizing education, the audience for textbooks is growing. Educational objectives, as defined by the regional conferences of Asian, African and Latin American Ministers of Education, serve as a yardstick for gauging the extent of the effort to be made. Between 1960 and 1980, first-level enrolments should increase from 87 million to 242 million in Asia and from 11 million to 33 million in Africa south of the Sahara (excluding South Africa). In Latin America, where first-level enrolments were expected to increase from 21 million to

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44 million between 1960 and 1970, they will probably number approximately 65 million in 1980. This means that first-level textbook needs for these regions alone will have multiplied by 2.8 in twenty years.

23. At expert meetings, UNESCO has worked out certain standards based on the "book unit", a sixteen-page book which can be produced in three formats: format A (180 x 250 mm), format B (135 x 200 mm) and format C (110 x 180 mm). Minimum annual needs for first-level education have been estimated at 25 books per pupil, 500 per teacher and 900 per inspector. At the secondary level, minimum student requirements are 62 books for general education, 53 for the first cycle and 67 for the second cycle of technical education, and 63 for the first and 110 for the second cycle of teacher training. The needs of teachers for all cycles are estimated at 700 books. At the third level, students need 125 books and teachers 900.

24. These estimates relate to the inventory of copies which should be made available to students and teachers in a given year. The educational book's life-span is taken to be three years. Therefore, dividing the inventory figure by three will give the annual consumption figure. A rough but incontrovertible calculation shows that, bearing their school populations in mind, in 1966 the educational book needs of the countries of the shortage area defined in paragraph 8 above (Africa, Latin America and Asia, excluding Japan and mainland China) amounted to approximately 500 million copies, i.e., more than the total number of books they produced in that year.

25. The educational book also has its own requisites as regards production in terms of titles. Should it happen that a single textbook (for teaching children to read, for instance) can meet the needs of a large school population in a unitary, monolingual country, several different titles would still be necessary owing to the following three factors:

(a) language of communication;

(b) adaptation of teaching to the environment;

(c) teaching policy.

26. Because of the first two factors it is desirable for books to be produced or at least adapted in the country in which they are used. The third factor obliges every country to work out a school book policy whereby textbooks can be revised and updated and the teacher allowed a certain amount of freedom in selecting his

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methods. Such a policy implies that there is a costly and complex infrastructure, which developing countries cannot always afford. It has been suggested, and was suggested at the Meeting of Experts on Book Development in Africa, that partial or complete regional co-editions might help. This is an area in which international co-operation may be particularly effective provided it is co-ordinated and adapted to local conditions.

27. What has been said about school books is even truer of books for the out-of-school education of adults. In this category, literacy handbooks have a place of their own. As was shown at the Meeting of Experts on Book Production and Distribution in Asia, if present literacy plans are put into effect, it is possible that the quantity of books necessary for their implementation will, over the short term, be almost equal to that of first-level education textbooks. Furthermore, once achieved, literacy opens up new perspectives and creates new needs in a population for whom the acquisition of new general and professional knowledge is a vital need. Both in Asia and Africa, the expert meetings laid special emphasis on educational books for farmers. Whatever the services expected of audio-visual media in this sector, agricultural development in these regions can be said to depend directly on the printed matter which can be made available to the newly literate rural populations. Women's education, the training of industrial workers, health education, rural community development, handicrafts and specialized papers for those who have left the countryside for the town have also been noted as priority areas for out-of-school educational books.

28. It follows from the above that books for school or out-of-school education have an essential role to play in all areas and at all stages of development. The precarious situation of such books in a large part of the world may frustrate many other efforts to promote this development. The problems involved are both economic and political and can only be solved through extensive international action.

Children's books

29. The great educational importance of children's books has become apparent in recent years. Reading habits are acquired at an early age. Children even use picture books, whose after-effects are lasting, before they learn to read. Great efforts have been made in this area and in the major book-producing countries it is not unusual for the output of children's books to equal that of textbooks.

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30. Children's books present special difficulties for the developing countries. Their production must meet three seemingly contradictory requirements:

(a) Children's books must be cheap because the turnover is rapid and they are paid for out of the marginal portion of the family budget;

(b) As regards presentation, children's books must be both strong and appealing and include an abundance of coloured illustrations; this raises their cost price;

(c) Children's books must be the product of multidisciplinary research in which specialized writers and artists in association with psychologists and educators determine the forms of expression best suited for communicating with children.

31. All the expert meetings convened by UNESCO have emphasized the fact that the fate of children's books depends on the existence of specialized libraries. This implies an extensive infrastructure, the installation of which, in the countries in question, calls for direct action by the authorities. A children's book policy is part of a youth policy.

32. Children's books give rise to particularly difficult technical problems, particularly as regards paper and printing processes. However, they are the type of book most suitable for international co-edition, since the text can be printed in each country's language and the same illustrations used in all editions.

33. Only a rough estimate can be made of requirements in this field. It is reasonable to say, however, that the absolute minimum is one copy per school child per year. The number of titles, on the other hand, must be considerably larger than that of textbook titles, whose uniformity derives from the existence of set curricula. The countries in the shortage area are very far from achieving these minimum standards. In 1967, for example, one Asian country which has made great efforts to develop children's books, produced twenty-six titles in 88,000 copies, whereas it had 2 million pupils in first-level education and was producing 412 textbook titles in 4,707,000 copies. This shows the size of the gap to be bridged.

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Books for general reading

34. It is no use educating a population or making it literate unless it is subsequently supplied with a steady flow of reading matter. Ignoring this need leads to disastrous relapses into illiteracy which in a few years can wipe out what has been done. The following example, taken from the UNESCO Statistical Yearbook for 1965, shows that this relapse may be concealed by an over-all drop in the literacy rate and that it is most pronounced in the highest age groups.

Table 2

THE RELAPSE INTO ILLITERACY

Age group	Illiteracy rate		
	1950 %	1960 %	Variation %
Total population	68.1	61.9	- 6.2
Persons born between:			
1946 and 1950	-	44.8	-
1941 and 1945	-	45.0	-
1936 and 1940	52.1	49.1	- 3.0
1926 and 1935	57.9	56.1	- 1.8
1916 and 1925	63.4	63.7	+ 0.3
1906 and 1915	70.4	73.3	+ 2.9
1896 and 1905	79.3	83.3	+ 4.0
Before 1986	85.8	88.3	+ 2.5

35. It should be emphasized here that the notion of the book for general reading is difficult to define; depending on the interpretation given to it in the various countries on the basis of readers' tastes and needs, it may embrace various types. In the developing countries, for instance, there is a preference for books on "social science" but in fact they are often found to be books of general interest for everyday reading. The same is true, to a lesser degree and depending on the

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country, of books on history, religion or the applied sciences. Adults' reading needs are more diversified than those of children and it is often impossible to distinguish, in their general reading, how much is amusement and how much life-long education.

36. Some comments made at the meeting of experts on book development in Africa will serve to show how much is lacking in this field. It was pointed out that in the 34 countries in question, local book production amounted to 0.034 copies per inhabitant as compared with 7.7 in the United Kingdom, 6.2 in the USSR and 5 in France. Even including total imports from various sources the quantity of books available each year in the region hardly reaches the figure of 0.11 copies per inhabitant.

37. Needs must be assessed in terms of the number of literate adults, which continues to grow each year. In order to provide one copy per year for each literate adult, the countries in the shortage area would have to have produced more than 400 million books for general reading in 1966, i.e., almost their total book production for that year.

38. Books for general reading raise a particular difficulty because they are of a "non-programmed" nature. As was pointed out at the meeting of experts on the production and distribution of books in Asia, general publishing is largely of a "non-programmed" nature. While purchasers of "strictly educational" books can be identified in advance, production costs calculated, sales prices set and production contracts signed before production actually takes place, this is not always feasible in the case of books destined for general consumption.

39. The effects of the non-programming of books of a general nature are felt in three key sectors of production:

(a) The variety of needs and tastes necessitate a large variety of titles. The book for general reading is a major consumer of "printing facilities" and is therefore heavily burdened with intellectual production costs (copyright, translation, adaptation, etc.);

(b) The same variety of needs and tastes necessitates smaller average printing runs than is the case with "programmed" publishing. To this is added a margin of commercial risk and the combination of these two factors weighs heavily on the production budget. In most developing countries, indigenous-language markets are not large enough to warrant use of the "paperback" technique;

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(c) Whereas the textbook public is usually to be found in institutions, the public for books for general reading is widely dispersed. This dispersal adds to distribution problems. The network of bookshops and libraries is usually very inadequate in the shortage area; moreover, even where effective distribution outlets are available the book for general reading is liable to particularly heavy transport costs, taxes, customs duties and other levies.

A priority need

40. It clearly emerges from the foregoing that more than half of the world's population is in urgent and immediate need of books. And account has not been taken here of internal imbalance existing in countries of the area of abundance. Even in these countries the book is far from being able to play its full role. The rural areas, in particular, are very underprivileged. In those developed countries which have the necessary organization and economic power, the remedy lies mainly in government awareness and private enterprise. In the others, nothing can be done without concerted international action making a simultaneous attack on all the technical, economic, social and political aspects of the problem.

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III. MEETING MINIMUM NEEDS

41. Minimum needs for the various categories of books (educational books, children's books, books for general reading), as defined in paragraphs 23, 33 and 36 above can only be met from two sources: local production and international trade or aid.

Local production

42. Although the rate at which minimum needs can be met from local production can only be evaluated in a very approximate and empirical manner, an analysis of the available statistics by titles and printing runs shows that North America, Europe, Japan, Oceania and the USSR are what might be described as an area of abundance, whereas the developing countries suffer in varying degrees from a shortage, in some cases even from a total lack, both of facilities for manufacturing and distributing books and of publishable material, or even of both at the same time.

43. The main obstacles to book development appear to be in varying combinations and with varying priorities according to the region:

(a) The cost of intellectual production (royalties to authors, acquisition of copyrights, financing of translation);

(b) The cost of manufacture, the two essential components of which are machinery and paper.

44. It will be noted that these two obstacles are essentially of a financial nature, the major difficulties being due to the shortage of foreign currency and to monetary instability (the effects of which are also felt in other sectors of the book industry, particularly in distribution). As far as manufacturing and, in particular, paper, are concerned, however, medium-term and long-term technical solutions can be visualized which would enable each country or group of countries to supply their own needs. The book shortage can only be overcome by stimulating and developing local production.

International trade or aid

45. International trade and bilateral or multilateral aid, can only be palliatives and not remedies for the book shortage. They must be regarded as a form of co-operation and not as an economic and cultural venture the effect of which would in the long run hamper or stifle local production.

46. One example will serve to show the effective limits of international trade or aid. During the Meeting of Experts on Book Development in Africa it was noted that 75 per cent of the books sold in Africa in 1965-1966 had come from countries in other continents; in other words, against a local printing run of 7,300,000, the volume of imports had amounted to 24 million valued at $64 million. It would obviously be impossible to increase this already heavy financial burden on developing countries. The minimum needs for the region for the period in question can, however, be estimated at more than 75 million, which means that even with foreign aid less than 30 per cent of these needs are being met! It would be equally difficult for the supplying countries to increase their contribution to meet the needs.

47. For this reason, the regional meetings of experts strongly advocated that the developing countries should approach the competent international organizations (Economic and Social Council of the United Nations, International Bank for Reconstruction and Development, United Nations Development Programme, FAO, UNICEF, etc.), ECAFE, ECA and ECLA and the various national organizations concerned with bilateral aid, for assistance both in financing imports of books and in financing book production (purchase of rights, assistance to writers and translators, manufacturing). The Meeting of Experts on Book Development in Latin America, inter alia, welcomed the initiative taken by UNESCO in requesting the United Nations Conference on Trade and Development (UNCTAD) to seek solutions to the problem of shortages of currency for the purchase of books.

48. International trade and aid are also limited by obstacles to the free regional and inter-regional flow of books. The two major obstacles are customs barriers and transport costs. The problem is particularly acute in Latin America where the main difficulty lies in the international distribution of books. Actually, Latin America belongs to large linguistic groups which have an abundant intellectual output, extensive markets and sufficient economic resources to support effective

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book industries at the regional or sub-regional level. The Meeting of Experts on Book Development in Latin America identified the following as factors which impede the development of the book trade between the countries of the region:

(a) Import duties, foreign exchange controls, import quotas, licensing systems and special taxes;

(b) Freight rates, particularly air freight rates since air transport is the most commonly used form of transport in intra-regional communications.

49. The Meeting of Experts also welcomed UNESCO's decision to refer those two problems respectively to the General Agreement on Tariffs and Trade (GATT) and the International Air Transport Association (IATA).

IV. BOTTLENECKS

50. An analysis of the situation reveals a number of bottlenecks which seriously impede book development in the world, particularly in regions where a book shortage prevails. These are the financing of intellectual production, the problem of paper supply and the cost of transporting books, particularly by air. The first two affect mainly Africa and Asia, the third affects Latin America in particular, but all three occur in all regions of the world, whatever their degree of development.

The financing of intellectual production

51. One of the keys to the financing of intellectual production is the translation or adaptation of existing works in so far as this will provide a market for writers in countries with languages which are not widely spoken and will enable countries which are unable to meet the demands of their inhabitants to supplement national production. Translation is, however, a medium of exchange from which the developing countries are least able to benefit although it is those countries which have the most urgent need of it.

52. Translation represents only 8 to 9 per cent of world output. Of this small volume, 75 per cent of translations are from five main languages widely spoken throughout the world and 75 per cent are made in twelve main producing countries. Here again there is an imbalance which affects the whole book market.

53. All the meetings of experts agreed that the situation should be remedied. Of the remedies suggested, some are technical, such as the exchange of information between publishers and the establishment of translation agencies. But the central problem remains that of copyright. It is essential for the developing countries to be given facilities, or even full exemption, with regard to copyright.

54. It is with this in mind that two conferences will meet at UNESCO, from 5 to 24 July 1971, to revise respectively the Berne Convention for the Protection of Literary and Artistic Works[1/] and the Universal Copyright Convention,[2/] with a view to adjusting the rights recognized by these Conventions, including translation

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1/ United Nations Treaty Series, vol. 331, 1959, p. 217.

2/ Ibid., vol. 216, 1955, p. 132.

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rights, to meet the needs of the developing countries. Moreover, it has been suggested that an international copyright fund should be established which would enable the necessary clearing to be effected on the basis of reciprocal trade, as is already done under bilateral agreements.

55. Lastly, with a view to giving the developing countries easier access to protected works, the General Conference of UNESCO, in resolution 4.122 adopted at its sixteenth session, authorized the Director-General "to establish and operate an International Copyright Information Centre on books". As recommended by the International Copyright Joint Study Group, which met at Washington in September-October 1969, the Centre will:

(a) Collect information on books that could be made available to developing countries on terms as favourable to them as possible;

(b) Arrange for the transfer to developing countries of rights ceded by copyright holders;

(c) Advise on the establishment of national copyright information centres and, where necessary, act as a link between such centres;

(d) Help in the development of simple model forms of contracts for translation, reprint and other rights required by developing countries;

(e) Study ways and means of securing copyright and other rights where foreign currency is not available;

(f) Promote arrangements for adaptation and publication of works, particularly those of a technical or educational nature.

The problem of paper supply

56. With rare exceptions, the shortage of printing paper was singled out by the meetings of experts as one of the major obstacles to book development. This shortage results both from inadequate local production and from the difficulty experienced by the developing countries in obtaining the foreign exchange necessary for purchasing paper abroad.

57. The following table, prepared in accordance with estimates based on the data given in the UNESCO Statistical Yearbook, will show the seriousness of the paper shortage.

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Table 3

CONSUMPTION OF PRINTING PAPER AND WRITING PAPER
IN KILOGRAMMES PER INHABITANT PER YEAR

Region	1950-1954	1967	Variation (Percentage)
Area of abundance			
Europe	6.8	16.9	+ 148
Japan	4.0	12.2	+ 205
North America[a/]	26.5	43.5	+ 64
Oceania	7.1	10.3	+ 45
USSR	2.1	4.2	+ 100
Shortage area			
Africa	0.4	0.8	+ 100
Asia[b/]	0.3	0.9	+ 200
Latin America	1.7	2.4	+ 41

a/ United States of America and Canada.

b/ Excluding mainland China and Japan.

58. The imbalance is even more obvious here than for book production. The relative affluence of Latin America is due to the fact that the region contains some large-scale producers of paper. In fact, both for financial and technical reasons, the paper shortage cannot be remedied by imports alone. At the Meeting of Experts on Book Development in Africa, particular emphasis was placed on the need to develop national production of paper. In a working document submitted at the meeting, the representative of FAO "observed that, for Africa as a whole, the pulp and paper production that can reasonably be expected in the field of cultural papers is likely to require investments totalling $265 million between 1961 and 1970 and $473 million between 1970 and 1980". At the Meeting of Experts on Book Production and Distribution in Asia, where the same problem was discussed, it was thought that, in accordance with the targets fixed in December 1965 by the Asian Conference on Industrialization, provision should be made for an annual investment of $185 million for the expansion of the paper industry in Asia and the Far East.

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59. Although there are considerable forest resources in some of the most deprived regions such as Central Africa, it is difficult to exploit such resources for the manufacture of paper because of the type of wood (short fibre). Other products besides timber can also be used to prepare pulp. FAO has undertaken research to solve these various problems and this, too, requires investment.

The cost of transport

60. Books are heavy, although not bulky, and give rise to special transport problems. Speed is essential since books quickly become out of date. As noted at the Meeting of Experts on Book Development in Latin America, books are more often transported by sea and air than by rail or road, at least in the Latin American continent and between that continent and other parts of the world. In intra-regional communications, air transport predominates. This, however, is particularly expensive for a product which has a limited overhead margin and the price of which includes heavy distribution costs. It was also noted that the existence of preferential freight rates on various routes served by national airlines places some countries at a disadvantage in inter-regional trade.

61. Since the cost of transport is one of the major obstacles to the free circulation of books, UNESCO submitted to the sixteenth Universal Postal Congress, which met at Tokyo in 1969, proposals aimed at ensuring a general reduction in postal rates on books. Since only some books are sent by post, however, UNESCO will continue its efforts to ensure a reduction in air freight rates on books.

62. It appears, however, that over and above mere reductions in rates, it is essential to bring some general order into the transport arrangements for books, particularly as regards air transport. This should be done with the co-operation of the Governments concerned and the various competent national agencies.

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V. CONCLUSIONS AND RECOMMENDATIONS

Conclusions

63. The foregoing analysis leads to a number of conclusions which may be summed up as follows:

(a) Education nowadays is unanimously acknowledged to be an essential factor of development, of which man is at the same time the means and the end, and books are an indispensable tool for the promotion of knowledge and education;

(b) However important the role of audio-visual techniques as mass communications media and aids to education, they require the support of the written word;

(c) In so far as books serve to further education in its widest sense, and in particular life-long education, they also promote mutual knowledge and appreciation of cultures and thereby help to foster international understanding and peaceful co-operation;

(d) As a result of the remarkable progress achieved in book production and distribution techniques, it is now possible to make available to an ever wider public a plentiful supply of high-quality, low-priced books;

(e) There is, however, a serious imbalance between the developed countries and the developing countries, both with regard to book production and distribution and publishable material; in the developing countries there is a grave shortage for which appropriate remedies should urgently be found;

(f) The book needs of the developing countries, which are already particularly acute, are growing steadily, particularly as a result of progress in making education more widespread and in promoting literacy among adults;

(g) In the first place, therefore, efforts must be made to develop national book production by establishing an adequate infrastructure;

(h) Any action taken in this direction should, however, be supplemented by an increase in the free flow of books in the world which is still impeded by obstacles which should be eliminated;

(i) In order to achieve these various objectives, it is essential to take concerted international action on a world scale.

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Recommendations

64. It will be recalled that it was mainly the initiation by UNESCO of a long-term programme in book development which led the Economic and Social Council, in August 1967, to invite UNESCO to submit this report to it, with appropriate recommendations.

65. With regard to the new production and distribution techniques to be used for book development in order to promote rapid progress in education, the conclusions set out in the previous section are among the considerations underlying the resolution in which the General Conference of UNESCO, at its sixteenth session, proclaimed 1972 International Book Year (resolution 4.121).

66. Also on the basis of those conclusions, the Director-General of UNESCO, at the same session, submitted a document which, with minor changes, was approved by the General Conference[3/] and which contained suggestions regarding activities which might be undertaken in connexion with International Book Year, in four main areas under the over-all slogan "Books for All":

(a) Encouragement of authorship and translation, with due regard to copyright;

(b) Production and distribution of books, including the development of libraries;

(c) Promotion of the reading habit;

(d) Books in the service of education, international understanding and peaceful co-operation.

67. Such activities, which form part of the long-term programme in book development, could be undertaken by:

the Governments of Member States, UNESCO National Commissions and other national bodies;

international organizations, both governmental and non-governmental, including the United Nations agencies and organs concerned and professional organizations concerned with books.

68. In the light of this report, the Economic and Social Council may perhaps wish to give its support to UNESCO's programme in book development, particularly with regard to education, by adopting a resolution calling on Member States, and the

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3/ The amended text of this document (16C/83 Rev.) is available to members of the Council.

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United Nations agencies and organs concerned, to take action within their respective spheres of competence with a view to achieving the objectives of International Book Year.